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ABSTRACT

This report from the California State Postsecondary Commission reviews the difficulties associated with adoption of the current 1990-91 budget and uses this review as a basis for its recommended four priorities for the upcoming budget. The four priorities discussed are the following: (1) maintain the Master Plan's commitment to access and quality in postsecondary education; (2) continue intersegmental programs that promote educational equity; (3) make progress in achieving the State's policy goals for increasing financial assistance to low-income students; and (4) implement new space and utilization standards for California's public higher education facilities. Contains 8 references. (GLR)

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STATE BUDGET PRIORITIES OF THE COMMISSION 1991

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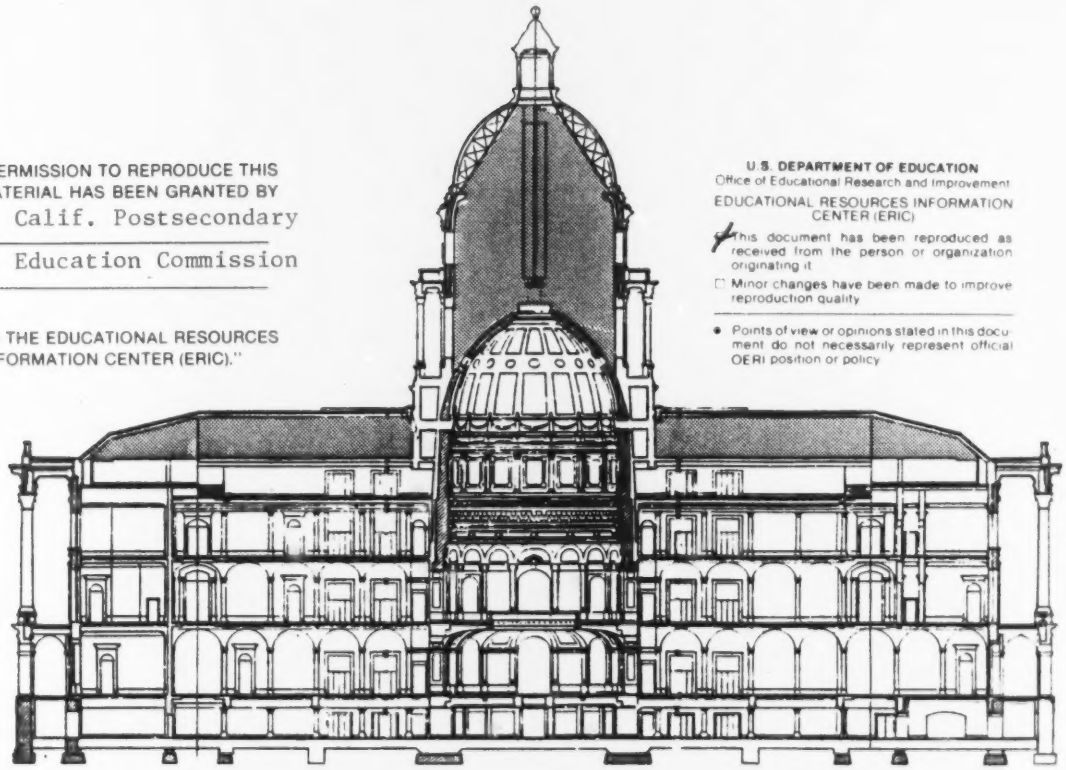

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

HE 024 524

Summary

In recent years, the Commission has annually adopted a set of priorities regarding the State Budget for use by staff in working with the Legislature and the Department of Finance in negotiations over the forthcoming budget. Because of the many problems associated with adoption of the current 1990-91 Budget, this edition for 1991 reviews these difficulties as a basis for its recommended four priorities for the upcoming budget:

1. Maintain the Master Plan's commitment to access and quality in postsecondary education;

2. Continue intersegmental programs that promote educational equity;

3. Make progress in achieving the State's policy goals for increasing financial assistance to low-income students; and

4. Implement new space and utilization standards for California's public higher education facilities.

The Commission adopted this report at its meeting of December 10, 1990, on recommendation of its Administration and Liaison Committee. Additional copies of the report may be obtained from the Publications Office of the Commission at (916) 324-4991. Questions about the substance of the report may be directed to Diana Fuentes-Michel of the Commission staff at (916) 322-8025.

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STATE BUDGET PRIORITIES OF THE COMMISSION, 1991

A Report of the California Postsecondary Education Commission

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
Third Floor • 1020 Twelfth Street • Sacramento, California 95814-3985

COMMISSION REPORT 90-28
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State Budget Priorities of the Commission, 1991

EACH FALL, the California Postsecondary Education Commission adopts general priorities for the annual postsecondary education budget of the State of California. The Commission's priorities have been to:

1. Maintain and promote quality in higher education;
2. Expand access to California's colleges and universities for all individuals who demonstrate the ability and desire to attend; and
3. Encourage the funding of effective intersegmental programs designed to assist students to complete their educational objectives successfully.

The Commission's efforts to achieve these goals have been demonstrated by its consistent support of efforts to:

1. Expand the enrollment capacity of California public colleges and universities in order to maintain California's historic policy of access;
2. Expand financial assistance for low-income students who would be unable to afford college without financial assistance; and
3. Fund effective programs to increase the number and academic achievement of students from historically underrepresented backgrounds in higher education.

This coming year, the State budget deliberations will be more uncertain and unpredictable than in recent years. The 1991-92 Budget will be the first submitted by the new Governor, Pete Wilson. That expenditure plan will be put together largely by a transition team of advisors who will establish the new Administration's policy priorities for each area of State government. However, the budget will continue to be constrained by existing spending limitations and a revenue base unable to meet the growing needs of the State's population.

Recent ballot initiatives, court decisions and changes in State law have prescribed where approximately 70 percent of the State's General Fund budget will be allocated. For example, Proposition 98 provided statutory authority for priority funding for K-14 education by guaranteeing at least 40 percent of the State's General Fund to K-12 and community college education. Although Proposition 98 guarantees this base level of funding, it has effectively become a funding "ceiling" for K-14 education, providing no additional funding for new or expanded programs.

While this "ballot budgeting" measure and other initiatives have limited State government's ability to prioritize State program expenditures, other ballot initiatives have imposed a cap on State expenditures. Proposition 4 (the "Gann" initiative) established a State appropriations limit that was amended by the voters in June 1990. That ballot initiative -- Proposition 111 -- expanded the amount of expenditures that are allowed under the State appropriations limit and provided more funding for highway, road and mass transportation construction, but it did not provide additional revenues for higher education and other human services.

Nowhere else in the State budget are the structural budget problems more clearly demonstrated than in the non-Proposition 98 General Fund areas of the budget. During the recent budget deliberations, the Legislative Analyst reported that State revenues have grown an average of 8.6 percent over the last five fiscal years. During that same period, expenditure grew 8.2 percent. However, the Analyst noted that if the budget had funded all workload requests by State departments, expenditures would have grown by at least 11.0 percent. State program workload requests -- particularly for programs driven by population growth and State mandates directing their program service levels -- continue to demand significant resources to fund their continuing growth.

Without significant budget reform, the budget process will continue to be beset with problems:

- California's population is growing at an unprecedented rate and is expected to almost double from its 20 million in 1970 to an estimated 39.6 million in 2020.

- California's colleges and universities will face continuing pressures to meet the demands of this growth on higher education. In the Commission's January 1990 report, *Higher Education at the Crossroads: Planning for the Twenty-First Century*, the Commission estimated that an additional 700,000 new students will seek to enroll between now and the year 2005.
- To meet the demands of this growing population and to maintain the quality of the State services it presently provides, California will need to revise its existing revenue and expenditure policies and priorities.

Recognizing that the existing budget development process severely limits the State's ability to adjust its revenue and expenditure levels, the Legislature recently passed Assembly Concurrent Resolution 188, which proposes the establishment of a constitutional review commission to examine the structural constraints now built into the State budgeting process. Whether that resolution will result in the Legislature and the next Governor agreeing on a revised budget process is unknown. In September, the Commission directed its staff to keep apprised of the status of efforts related to ACR 188 and other such discussions about budgetary reform that may occur.

Possible decline in State revenues

Revenue estimates for 1991-92 do not hold promise for increased State funding. Early forecasts suggest that the revenue picture will be as bad or worse than the current year, with the State facing a shortfall in revenues of between $550 million and $1.5 billion. The Legislative Analyst estimates that General Fund revenues will increase by $3.3 billion, or 7.2 percent, over the current year, but this projection is based on the assumption that the economy will continue to grow at its current pace and inflation will remain at 5 percent or below throughout fiscal year 1992. These projections may change significantly if the economy falls into a recession as a result of international and national events or oil prices rise sharply, thereby triggering a higher inflation rate.

Given these revenue estimates and the knowledge that a new administration will establish its own funding priorities, serious deliberations on the 1991-92 budget are not likely to begin until after the new administration is inaugurated in January.

Impact of the 1990-91 State budget on higher education

The 1990-91 State budget for California's four-year colleges and universities provided the University of California and the California State University General Fund increases of 1.9 percent and 3.8 percent, respectively, over the previous year. However, when adjustments are made for inflation and enrollment growth, the University's and State University's budgets were reduced by 3.0 percent and 1.8 percent, respectively. In real terms, these reductions lessened the ability of California's public colleges and universities to maintain their existing level of student instruction and services.

The immediate impact of the 1990-91 budget will differ by segment and by campus. The governing boards of both the University and the State University are taking actions to prevent the budget reductions from directly hurting their systems' instructional programs. The University is proposing to ameliorate most of its budget reductions through proposals that will reduce its employer contribution to its retirement fund and provide for the early retirement of faculty and staff. However, it is also planning significant cuts in its research and public service budgets, which were reduced by $9.5 million and $2.8 million, respectively. These reductions will reduce faculty involvement in research and instructional related projects.

For the California State University, the impact of the budget reductions will be even more immediately felt by students. The State University will balance its budget through redirecting $36 million in State Lottery funds that in previous years have supported programs to enhance instruction, such as visiting scholars, special lectures, and other events. In addition, the State University is reducing each campus budget by a prorated amount and providing each campus president with the authority to reduce expenditures. Already, the campuses have cut budgets by reducing the number of part-time faculty, student assistants, and support staff, and by leaving staff positions vacant.

These budget reductions come on top of base budget items that were not funded in the 1990-91 budget. Both the University and the State University have not been provided with funding for cost increases in the purchase of commodities and services since 1983-84. The absence of funding for these adjustments has resulted in additional reductions of some $60 million in the institutional support budgets of each of the two systems.

While funding under the provisions of Proposition 98 provided the California Community Colleges with a 7.3 percent General Fund increase over their 1989-90 budget, community college appropriations actually grew by only 1.8 percent when adjusted for enrollment growth and inflation. This funding level left community college districts with approximately 30,000 average daily attendance (ADA) not funded in the current year. The estimated cost of providing that funding for 1990-91 ADA growth is $67.4 million. The continued underfunding of enrollment growth will demand that local community college districts balance their need to grow against their need to maintain the quality of their existing instructional programs.

Within the context of this budget picture and the probability that funds will not be available for new programmatic efforts, the Commission presents the following proposals as its proposed priorities during the upcoming deliberations on the 1991-92 State budget.

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1. Maintain the Master Plan's commitment to access and quality in postsecondary education

The issue: Historically, California has supported a higher education system that provides the opportunity for all academically eligible high school graduates and community college transfer students to gain admission to the University of California or the California State University. The California Community Colleges have also provided a low-cost, quality alternative for students seeking a two-year degree program in their local communities.

Recent State budgets have negatively impacted the universities' ability to maintain California's Master Plan commitment to providing all eligible students access to a quality undergraduate education. Preliminary discussions with representatives of the University indicate that their 1991-92 budget proposals will seek to restore full funding of its base budget and provide new funding to meet the demands of student enrollment growth. The State University will also seek new funding to meet the demands of enrollment growth, but it will seek to restore only the across-the-board reductions issued at the Governor's discretion under Section 3.8 of the Budget Act, while accepting other reductions in its 1991-92 base budget proposals. The community colleges will also seek to maintain and improve their existing level of educational services while requesting additional funding to support enrollment growth beyond the statutory cap in order to meet the growing demands on them.

Given the current structure of the State budgeting process and the forecast of a worsening revenue picture, the Commission will actively inform State policy makers of the long-term negative effects that continued budget reductions will have on the quality and accessibility of higher education programs and services.

Recommendation: Commission staff should place a high priority on working with the Department of Finance, the Office of the Legislative Analyst, and the legislative budget committees to restore the base budgets of the University of California and the California State University and to support full funding of student enrollment growth in all three public higher education systems -- the University, the State University, and the California Community Colleges.

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2. Continue intersegmental programs that promote educational equity

The issue: The Commission has evaluated and recommended expanding two intersegmental programs, Mathematics, Engineering, Science Achievement (MESA), and the California Student Opportunity and Access Program (Cal-SOAP), both of which have demonstrated their success in increasing the participation of underrepresented and low-income students who enroll and graduate from California's colleges and universities. However, given these programs'

success, they operate in only limited regions of the State and remain essentially in a pilot phase. During the last legislative session, the Legislature passed and the Governor signed Assembly Bill 3937 (Chacon), which directs these programs to develop a five-year implementation plan. The Commission believes that these programs should be given a high priority for expanded funding to provide a larger number of students with the services they provide.

- Mathematics, Engineering and Science Achievement (MESA) was established as a State-funded program in 1979 after nine years as a campus initiative. In January, 1989, the Commission evaluated MESA and concluded that it "continues to function effectively as a cooperative effort involving secondary and postsecondary educators in conjunction with private industry . . ." (1989, p. 11). In October 1989, the Commission evaluated the junior high school component of MESA and recommended that this successful effort be expanded to all junior high schools that send students into senior high school MESA programs.

- The California Student Opportunity and Access Program (Cal-SOAP) was established in 1979 as a pilot intersegmental program to provide expanded informational services to secondary school students through a consortium of schools, colleges, and universities, with the objective of increasing the number of Hispanic, Black, and American Indian students who enroll in postsecondary institutions. The Commission has evaluated this program twice -- in 1983 and again in 1987 -- and concluded both times that it is an effective, efficient method to increase the college-going rates of students who have historically been underrepresented in higher education.

Recommendation: Commission staff should place a high priority on working with the Department of Finance, the Office of the Legislative Analyst, and the legislative budget committees to secure funding to expand intersegmental efforts, particularly those with a demonstrated record of success over a period of years.

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3. Make progress in achieving the State's policy goals for increasing financial assistance to low-income students

The issue: Two fundamental problems are eroding the State's ability to maintain its policy goals of access and choice for California students seeking to attend postsecondary education: (1) the insufficient size of the Cal Grant awards for students attending public as well as independent institutions, and (2) the inadequate number of awards, particularly in the Cal Grant B program.

The Commission has actively supported the implementation of the State's policy goals proposed by the Legislature's Joint Committee on Review of the Master Plan for Higher Education: (1) increasing the amount of Cal Grant awards for students attending the public four-year universities to the full cost of fees at those institutions; (2) increasing the number of Cal Grant awards to one-quarter of the public high school graduating class; and (3) increasing the amount of Cal Grant awards for students attending independent institutions to the average cost of educating a student at the California State University. Through the enactment of AB 4270 (Bader), these policy goals have been incorporated into the Donahoe Higher Education Act. While full-fee funding for those students attending California's public four-year institutions has been achieved, the Commission places a high priority in expanding the existing financial assistance programs to achieve these goals.

Recommendation: Commission staff should place a high priority on working with the Department of Finance, the Office of the Legislative Analyst, and the legislative budget committees to secure additional funding for student financial assistance through a balanced approach that expands both the number and size of the Cal Grant awards.

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4. Implement new space and utilization standards for California's higher education facilities

The issue: Supplemental Budget Language adopted

by the Legislature in 1985 directed the Commission to conduct a preliminary study of space and utilization standards for classrooms, laboratories and faculty offices. In February and April of 1986, the Commission published two exploratory reports that identified the need for a more comprehensive analysis of the issues related to the design and size of higher education facilities. The 1987-88 State Budget Act appropriated $300,000 to the Commission for the purpose of conducting this analysis. The Commission retained MGT Consultants, Inc., to conduct a survey of space and utilization standards in other states and to examine what information was available from existing inventories and utilization studies of California's public higher education facilities. The MGT report also included an analysis on how various academic disciplines had changed over the past two decades (since the last comprehensive study was done) to determine what changes should be made to the existing space and utilization standards.

The work of MGT was assisted by a Commission advisory committee whose members were made up of representatives of the University of California, the California State University, and the California Community Colleges as well as staff from the Office of the Legislative Analyst, the Department of Finance, the legislative budget committees, and the Commission.

In January 1990, the Commission adopted it own report, *A Capacity for Learning: Revising Space and Utilization Standards for Higher Education*, which included the conclusions and recommendations of the MGT study and the technical advisory committee. In May 1989, the Commission staff made presentations to both the Assembly and Senate fiscal subcommittees recommending adoption of the space and utilization standards proposed in the Commission's report. The subcommittee delayed action on the report pending comment from the Legislative Analyst and the Department of Finance. Due to the delay in receipt of the Legislative Analyst's report, the legislative subcommittees delayed further discussion and vote on the matter until a later legislative hearing date.

Recommendation: Commission staff should place a high priority on working with the Department of Finance, the Office of the Legislative Analyst, and the legislative budget committees to secure approval and implementation of the revised space and utilization standards in the 1991-92 budget.

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 15 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. The other six represent the major segments of postsecondary education in California.

As of February 1990, the Commissioners representing the general public are:

Mim Andelson, Los Angeles;
C. Thomas Dean, Long Beach;
Henry Der, San Francisco;
Seymour M. Farber, M.D., San Francisco;
Rosalind K. Goddard, Los Angeles;
Helen Z. Hansen, Long Beach;
Lowell J. Paige, El Macero; *Vice Chair;*
Cruz Reynoso, Los Angeles; *Chair;* and
Stephen P. Teale, M.D., Modesto.

Representatives of the segments are:

Meredith J. Khachigian, San Clemente; appointed by the Regents of the University of California;

Theodore J. Saenger, San Francisco; appointed by the Trustees of the California State University;

John F. Parkhurst, Folsom; appointed by the Board of Governors of the California Community Colleges;

Harry Wugalter, Thousand Oaks; appointed by the Council for Private Postsecondary Educational Institutions;

Joseph D. Carrabino, Orange; appointed by the California State Board of Education; and

James B. Jamieson, San Luis Obispo; appointed by the Governor from nominees proposed by California's independent colleges and universities.

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory planning and coordinating body, the Commission does not administer or govern any institutions, nor does it approve, authorize, or accredit any of them. Instead, it cooperates with other State agencies and non-governmental groups that perform these functions, while operating as an independent board with its own staff and its own specific duties of evaluation, coordination, and planning.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Kenneth B. O'Brien, who is appointed by the Commission.

The Commission publishes and distributes without charge some 30 to 40 reports each year on major issues confronting California postsecondary education. Recent reports are listed on the back cover.

Further information about the Commission, its meetings, its staff, and its publications may be obtained from the Commission offices at 1020 Twelfth Street, Third Floor, Sacramento, CA 98514-3985; telephone (916) 445-7933.

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STATE BUDGET PRIORITIES OF THE COMMISSION, 1991

California Postsecondary Education Commission Report 90-28

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 95814-3985.

Recent reports of the Commission include:

90-13 Analysis of the 1990-91 Governor's Budget: A Staff Report to the California Postsecondary Education Commission (March 1990)

90-14 Comments on the California Community Colleges' 1989 Study of Students with Learning Disabilities: A Second Report to the Legislature in Response to Supplemental Report Language to the 1988 State Budget Act (April 1990)

90-15 Services for Students with Disabilities in California Public Higher Education, 1990: The First in a Series of Biennial Reports to the Governor and Legislature in Response to Assembly Bill 746 (Chapter 829, Statutes of 1987) (April 1990)

90-16 Standardized Tests Used for Higher Education Admission and Placement in California During 1989: The First in a Series of Biennial Reports Published in Accordance with Senate Bill 1416 (Chapter 446, Statutes of 1989) (April 1990)

90-17 Academic Program Evaluation in California, 1988-89: The Commission's Fourteenth Annual Report on Program Planning, Approval, and Review Activities (June 1990)

90-18 Expanding Information and Outreach Efforts to Increase College Preparation: A Report to the Legislature and Governor in Response to Assembly Concurrent Resolution 133 (Chapter 72, Statutes of 1988) (June 1990)

90-19 Toward an Understanding of Campus Climate: A Report to the Legislature in Response to Assembly Bill 4071 (Chapter 690, Statutes of 1988) (June 1990)

90-20 Planning for a New Faculty: Issues for the Twenty-First Century. California's Projected Supply of New Graduate Students in Light of Its Need for New Faculty Members (September 1990)

90-21 Supplemental Report on Academic Salaries, 1989-90: A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965) and Subsequent Postsecondary Salary Legislation (September 1990)

90-22 Second Progress Report on the Effectiveness of Intersegmental Student Preparation Programs: The Second of Three Reports to the Legislature in Response to Item 6420-0011-001 of the 1988-89 Budget Act (October 1990)

90-23 Student Profiles, 1990: The First in a Series of Annual Factbooks About Student Participation in California Higher Education (October 1990)

90-24 Fiscal Profiles, 1990: The First in a Series of Factbooks About the Financing of California Higher Education (October 1990)

90-25 Public Testimony Regarding Preliminary Draft Regulations to Implement the Private Postsecondary and Vocational Education Reform Act of 1989: A Report in Response to Assembly Bill 1993 (Chapter 1324, Statutes of 1989) (October 1990)

90-26 Legislation Affecting Higher Education During the Second Year of the 1989-90 Session: A Staff Report of the California Postsecondary Education Commission (October 1990)

90-27 Legislative Priorities of the Commission, 1991: A Report of the California Postsecondary Education Commission (December 1990)

90-28 State Budget Priorities of the Commission, 1991: A Report of the California Postsecondary Education Commission (December 1990)

90-29 Shortening Time to the Doctoral Degree: A Report to the Legislature and the University of California in Response to Senate Concurrent Resolution 66 (Resolution Chapter 174, Statutes of 1989) (December 1990)

90-30 Transfer and Articulation in the 1990s: California in the Larger Picture (December 1990)

90-31 Preliminary Draft Regulations for Chapter 3 of Part 59 of the Education Code, Prepared by the California Postsecondary Education Commission for Consideration by the Council for Private Postsecondary and Vocational Education. (December 1990)

90-32 Statement of Reasons for Preliminary Draft Regulations for Chapter 3 of Part 59 of the Education Code, Prepared by the California Postsecondary Education Commission for the Council for Private Postsecondary and Vocational Education. (December 1990)

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